

FLOODING ANNEX
TO
MADISON COUNTY DISASTER & EMERGENCY PLAN
(January 2007)

PURPOSE

Emergency planning for floods and related incidents can enable a flexible response to problems caused by flooding. Although natural and man-made barriers can do a great deal to protect potential flood areas from predictable and routinely recurring seasonal hydrographic events, flooding can and probably will occur with varying degrees of severity.

SITUATION AND ASSUMPTIONS

A. Situation. Flooding occurs when normally dry land is inundated with water (or flowing mud). Flooding may result from: bodies of water overflowing their banks, including artificial barriers, such as dams; structural failure of dams and levees and/or rapid accumulation of runoff or surface water, as may occur during melting of winter snow packs and the like. Typically, the two parameters of most concern for flood planning and response are suddenness of onset (as in flash floods or dam failures) and flood elevation in relation to topography and structures. Other factors contributing to flood damage are the velocity or energy of moving water, the debris carried by the water and the duration of flood conditions. Flooding can happen at any time of the year, but it usually presents its highest level of risk in late winter and early spring due to melting snow, breakaway ice jams and moisture laden weather patterns.

B. Assumptions. As with many hazards flooding frequently involves use of other annexes within the Disaster and Emergency Plan. For example, provisions of the Evacuation Annex may be invoked as the flooding becomes more serious. Terrorism could be involved, as in the deliberate destruction of one of the dams, thereby impacting upon matters contained in the Terrorism and Weapons of Mass Destruction Annex. Regardless of how the incident may develop and what specific portions of the plan may be involved, the intent is to provide a framework with which emergency responders and managers may proceed. All eventualities cannot be foreseen, therefore thoughtful modifications and adaptations by Incident Command and the Emergency Management team are to be expected.

CONCEPT OF OPERATIONS

A. Direction and Control The Madison County Sheriff will usually act as Incident Commander, at least initially, in cases involving flooding. He will be supported by the Director of Emergency Management and the rest of the people assigned to the Emergency Operations Center to whatever degree it may be "stood up". The extent of initial response will depend on warning time, which varies with the cause of the flooding and the distance population centers, buildings and the like are from the origin of the flooding.

B. Continuity of Operations. In general, the seat of county government is less likely to be affected by a flooding incident due to its location and topography. The need to relocate government resources, vital county records and equipment to assure continuation of services and to prevent damage or loss may therefore be less paramount, however its consideration should not be neglected. Road maintenance facilities, several of the fire halls, centers for emergency medical care, rest homes and schools are more likely to be threatened by flooding. Each individual agency should address provisions for relocation and care for equipment and records in their emergency planning and procedures development.

C. Warning. The National Weather Service carries primary governmental responsibility for most flood warning efforts in the United States. Volunteer observers, in turn, monitor water levels, the effectiveness of water control systems (dams, banks, etc.) to support this program.

In addition, each public dam within the county has an Emergency Action Plan (copies are on file in the Emergency Management and Sheriff's office). These EAPs include a notification scheme which interfaces with that of the county and includes notification of a limited number of key county personnel should a breach or other disaster appear to be possible.

Warning of the population is primarily a function of the Sheriff's Department. Limited resources severely limits the capability to provide alarms and warning, which usually consist of notification of a limited number of persons by Dispatch and warnings broadcast by deputies in patrol cars and volunteers. CERT graduates may be available to augment the warning crew(s). Technology holds considerable promise of alleviating this situation, however it is currently at least a year or two from providing operational assistance in Madison County.

Flood warnings may be expressed in terms of "Flood Watch", "Flood Warning" or "Severe Flood Warning"

- Flood Watch means that flooding of low lying land and roads is expected. Responders and citizens need to remain aware and make preparations accordingly
- Flood Warning is used when flooding of homes and businesses is expected. Immediate action is required
- Severe Flood Warning informs everyone that severe flooding is expected. There is extreme danger to life and property. Immediate action is required to protect life and property.
- All Clear means that there are no longer any Flood Watches or Warnings in force.

D Special Considerations for Dam Failure.

E. Volunteers. Volunteerism and the desire to help neighbors are a fundamental part of the makeup of citizens of Madison County and the state as a whole. In case of major flooding, it may be expected that persons other than the regularly designated emergency responders will wish to help. Maximum benefit from such volunteers will be achieved when their assistance is coordinated. Such coordination will be carried out under the auspices of the Citizen Corps Council (CCC). CERT graduates will form the core of volunteer augmentation of emergency responders, but other persons seeking to help the responder cadre should also have their activities coordinated by the CCC Coordinator or Administrator. Response agencies desiring such assistance should work through that organization.

F. Public Information. Public information begins with communication of risks to the community, potential home buyers and to applicants for new developments and construction. Knowledge of being in a flood zone, of being downstream of a dam, of the incidence of overflow from ditches or streams and the like help may direct attention and lead to mitigation measures on the part of individuals involved. The population also should be educated about what the various levels of warning imply, how to interpret flood level predictions as it relates to their property and activities. They should also be informed about expedient loss-reduction measures that may be applicable, as part of a continuing public education and awareness process.

Emergency public information procedures shall be guided by the Public Information Annex to this Disaster and Emergency Plan. Provisions must include how to keep people informed of the health and sanitary conditions that may be created by flooding as it occurs..

G. Evacuation. Should fast or slow-developing floods be possible in any area of the county, protective action decisions will be based upon the estimated time necessary (and available) for evacuation and the availability of shelter outside of the area estimated to be affected. Should complete evacuation not be feasible, every effort must be made to let the residents and visitors that may be affected know where the high ground is. Evacuation Procedures are outlined in the Quarantine and Evacuation Annex to this Disaster and Emergency Plan. When planning or implementing an evacuation for floods, consideration must be given not only to critical facilities and custodial institutions but also to recreation areas prone to flooding, whether because the site is physically isolated or because visitors isolate themselves from communication.

H. Mass Care Provisions for mass care are generally coordinated by the Public Health Administrator. The Madison County Public Health Emergency Response Plan which, although frequently separately bound, is an annex to the county Disaster and Emergency Plan, sets forth guidance and overall planning for mass care, and related health and medical matters. Related information may also be found in the Evacuation and Quarantine Annex to this county Disaster and Emergency Plan.

I.

J.

RESPONSIBILITIES

Director of Emergency Management has responsibility for:

1. Coordinating care of evacuated, hurt or homeless people, together with related transportation needs with the Public Health Administrator and the Incident Commander.
2. Coordinating emergency support to Incident Command, the emergency responders and, indeed, the population at large.
3. Preparation and maintenance of emergency plans and resources in conjunction with the Local Emergency Planning Committee.
4. Ongoing information and training aimed at advising residents of flood mitigation, protection and recovery efforts they should take. Provide advice to the public officials and the citizenry during all phases of a flooding event.
5. Issuing warning messages to local authorities and coordinating the warning of the public at large. This will also entail supervising and coordinating relations with the media.
6. When available, distribute sand bags and such other equipment as may be used by the population for self protection and protection of structures.

Public Health Administrator.

Sheriff. Using all resources available to him, the Madison County Sheriff shall:

1. Act as overall Incident Commander. Assisted by the Director of Emergency Management as appropriate, coordinate and direct emergency services.
2. Designate evacuation and response routes.
3. Secure, protect and preserve the scene, control traffic and secure the perimeter to prevent unauthorized access.
4. Organize and disseminate casualty information.
5. Supervise restoration of normality.

Fire and Rescue Services The primary fire service responsibilities are:

1. Rescue trapped persons and casualties
2. Control fires, released chemicals and other hazards
3. Assess hazards concerning evacuation and advise the Incident Commander.
4. Minimize environmental dangers.
5. Liaison with ambulance services, QRUs and other emergency medical service providers.
6. Recover dead in conjunction with law enforcement personnel.
7. Render such other assistance as they may be able to provide.

Ambulance Services

ADMINISTRATION AND FINANCE

DRAFT